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ABSTRACT

There are seven Presidential libraries in various states of existence, from quite active to proposed: (1) Franklin D. Roosevelt Library, (2) Harry S. Truman Library, (3) Herbert Hoover Library, (4) Dwight D. Eisenhower Library, (5) John F. Kennedy Memorial Library (6) Lyndon B. Johnson Library and (7) Rutherford B. Hayes Memorial Library. Each Presidential library has as its heart "the Presidential records and papers donated or deposited by the President and by officials and friends associated with the President whose name the institution bears." The Franklin D. Roosevelt Library is the oldest, largest, most used, and seemingly best administered and most successful of the Presidential libraries. It is the model upon which the others have been based. An account of the development of the Franklin D. Roosevelt Library is given. In the few short years of their existence the Presidential libraries have become among the most important depositories of private papers in the country. This is discussed in the second paper presented here. The final paper is concerned with the specific application of administrative matters -- budget, staff, building and equipment -- to the Presidential libraries (Other papers from this Institute are available as LI 002962 - LI 002969 and LI 002971 through LI 002976). (NH)

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[THE PRESIDENTIAL LIBRARIES]

By

John Webb

Papers prepared for the Institute in Archival Librarianship,
University of Oregon, September 22, 1969 - August 14, 1970

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The Presidential Libraries

John Webb
October 27, 1969
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The Presidential Libraries

Until well into the twentieth century, most ex-Presidents and their families did not take a very positive view of the papers accumulated during their years in office, and not much care was excercised in their storage or retention. Typically, they became lost or dispersed.[1] The Congress, however, had begun to recognize the importance of these records, and it had begun to appropriate funds to purchase portions of the papers of past Presidents as they became available. This, of course, was not very systematic, and quite costly. Furthermore, even for those papers that were saved, a long period of time elapsed before they became open for research purposes.[2] The delay became a roadblock to much historical scholarship. The twentieth-century solution to this problem of retention of and access to the Presidential papers - a problem as old as the nation itself - is the Presidential library.

There are at present seven Presidential libraries in various states of existence, from quite active to proposed:

The Franklin D. Roosevelt Library
Hyde Park, New York

The Harry S. Truman Library
Independence, Missouri

The Herbert Hoover Library
West Branch, Iowa

The Dwight D. Eisenhower Library
Abilene, Kansas

The John F. Kennedy Memorial Library (proposed)
Cambridge, Massachusetts

The Lyndon B. Johnson Library (proposed)
Austin, Texas

The Rutherford B. Hayes Memorial Library
Fremont, Ohio

What is a Presidential library? One scholar has written that if one were to be restricted to just one source in the study of the history of this nation during the modern era, the Presidential papers would be the source to choose. The Presidential libraries, then, are among other things research and educational institutions. In one sense, their ultimute purpose is to serve the research student. Thus, for instance, during the period 1961-1965, over 100 theses were written using the material of the Roosevelt library.[3]

The aim of the Presidential libraries has been to retain "the record in all its detail for later interpretation by the user." H. G. Jones quotes President Franklin D. Roosevelt as saying that his library was to be "'a source material collection relating to a specific period of our history, (to be housed in) a separate, modern, fireproof building... so designed that it would hold all of my collections and also much other material relating to this period in our history as might be donated to the collection in future by other members of the present Administration.'" Dr. Drewry, in her role as director of the Roosevelt Library, states that the Presidential libraries are more than just collectors, that they are active rather than passive organizations. They have their own publications programs, they hold lectures and seminars, and they

encourage research by providing grants for study at their institutions, especially to young and promising students and scholars.[4]

Each Presidential library has as its heart "the Presidential records and papers donated or deposited by the President and by officials and friends associated with the President whose name the institution bears." Thus, the Presidential libraries are actually misnamed. They are really Presidential archives, and should be designated as such, Jones feels. Each also serves as a library and museum. The combined holdings of the Presidential libraries in 1967 included: 72,000,000 manuscript pages; 229,000 photographs; 5,100 sound recordings; 1,300,000 feet of motion picture film; 94,000 books; 112,000 other printed materials; and 52,000 museum objects.[5]

But the Presidential libraries are more then just research centers. In one sense, their main purpose is to preserve the memory of the President, and they are, therefore, important historical sites. In this sense, they are as much museums as libraries, and, indeed, to the average American, the museum <u>is</u> the Presidential library. The museums and exhibits areas of the Libraries are open to the public nearly every day of the year, and a small admissions fee is charged (fifty cents, children under twelve, free). The Roosevelt and Truman Libraries each have been drawing 200,000-250,000 visitors per year.[6]

The Presidential library is a "very specialized institution built particularly for the material it holds and the study of the period it represents." The surroundings represent the

men and the period during which he was a public figure. They help add flavor to the research materials.[7]

All except the Hayes Memorial Library are administered by the National Archives and Records Service of the General Services Administration. Each of these federally-run libraries is directed by an archivist. Most of the rest of the professional staff are archivists also. This staff is especially important. They are all specialists in their period and in the holdings of their organization. Without these dedicated, professional staffs, the holdings of the libraries would be absolutely useless.[8]

Each of the Presidential libraries is involved in what might be called special programs. They solicit and accept the papers of private persons whose lives or careers were somehow connected with that of the President. These private papers "are deposited under legal agreements on access similar to those for the Presidential papers." They are handled with the same care as the Presidential papers. This has induced some donors to deposit their papers there so that they would get the Presidential treatment. Furthermore, each of the Presidential libraries is developing at least one area for specialty (and these will be discussed throughout the paper). All are also activily involved in oral history programs.[9]

The Presidential library is a new institution which attempts to solve an old problem-the disposition of the papers of the presidency. These papers have always been considered to be the personal property of the President, and this has been upheld by the courts. The Presidents-from Washington on- have all

taken their papers with them when they left office, and the results have not always been the best. The papers of some of the Presidents have been lost or destroyed completely. Only fragments of others remain. Of all the Presidents before Franklin D. Roosevelt, only Rutherford B. Hayes made formal provision for his papers. Through negligence or malice, many valuable historical records - in many cases the only records of Presidential actions - have been lost forever.[10]

As in so many other areas, a whole new concept in the care and preservation of Presidential papers evolved during the presidency of Franklin D. Roosevelt. It was he who developed the idea of a Presidential archives in public custody with public support and public management. And it was this idea carried to fruition in the Franklin D. Roosevelt Library which set the pattern for the modern Presidential library.[11]

Roosevelt was a saver. From age twenty on, he destroyed very few pieces of correspondence or public, family, business, or financial papers. His mother saved every letter he had written to her, every school excercise, every report card, every notebook, every essay and paper. By the time he entered the White House, he had already acquired such a volume of papers that he had begun to consider what would become of them after his tenure in office. There already seemed to be too much to take with him and organize in his retirement. Furthermore, the office of the Presidency - and consequently the amount of paperwork - was growing considerably under Roosevelt. On top of this Roosevelt's rapport with the people had the effect that the common man was now writing letters to his President.

And finally, the Roosevelts were being almost showered with gifts, many of which were of great value. The Roosevelt papers were to become immense! 4000 cubic feet — 5,000,000 sheets of paper stored in 500 five-drawer file cobinets. Or stated another way, before the end of his Presidency, the volume of Roosevelt's Presidential papers was to exceed that of all the Presidents from Washington to Coolidge.[12]

Roosevelt thus came to see that a new kind of institution - a combination library, archives, and museum - was needed to handle his papers after his retirement. The National Archives had been created early in Roosevelt's term, and Roosevelt's esteem for and trust in R. D. W. Connor, the first Archivist of the United States - whom he had appointed - plus his own sense of the value of the Presidential papers led him to consider that the National Archives should be responsible for this new kind of library. In 1930, he invited a non-partisan committee of distinguished scholars to study the problem of what to do with his papers and to make recommendations. The committee decided that "the president's collections are too voluminous to be adquately preserved and administered as a private library and too important as source materials for the study of recent American history to justify their being held permanently in private custody." The recommendation followed Roosevelt's belief that the answer was a federally funded and administered Presidential library, publically owned, but with ownership and control of the papers to be retained by the President or his estate. Other who wished to deposit their papers would also retain sole control over them.[13]

A private corporation was formed to raise the funds for construction and equipment of the library wherever it chose. (It chose the Roosevelt estate at Hyde Park). The corporation was empowered to transfer control of the library to the United States if Congress passed legislation enabling the government to take-over and administer the library. The funds for the construction and outfitting of the building were raised entirely from private contributions.[14]

In mid-1939, Congress adopted a joint resolution authorizing the United States to accept title to the land and building when it was completed and to accept custody of the collection. The resolution "contained the pledged faith of the United States to provide such funds as might be necessary for the maintenance, operation, and administration of the library and for the care and preservation of its historical resources 'so that the... Library shall be at all times properly maintained.'" In its essentials this was to be the pattern followed in the establishment of the Truman, Eisenhower, Hoover, Kennedy, and Johnson libraries.[15]

On July 24, 1939, title to the Roosevelt library site was transferred to the United States; on August 11, the corporation was authorized to proceed with the construction; groundbreaking took place on September 14; and the cornerstone was laid on November 20. The dedication took place on June 30, 1941, and Fred W. Shipman, a career archivist, was appointed as the first director. In 1943, Harry Hopkins, Grace Tully, and Samuel I. Rosenman were appointed as a committee to screen the White House papers to determine which could be opened for research as soon as they were transferred to the Library and which

would have to remain closed for a while due to personal or security reasons. Hopkins died in 1946. Tully and Rosenman established criteria for the use of the papers, but the actual screening was done by the library staff.[16]

As one might expect, the aim of the Roosevelt Library is to be a leading research center in the country for the study of F. D. R. himself, the Roosevelt administration, and the New Deal. Special interests of Franklin D. Roosevelt himself are also "specialities of the house": the history of the United States Navy and the history of Dutchess County and the Hudson River Valley.[17] The museum rooms were opened to the public when the Library was dedicated, and are drawing about a quarter of a million people every year (page 3 above). The research room was formally opened May 1, 1946, but access to the papers was severely limited.[18]

The Roosevelt Library has established a record for accessibility that the other Presidential libraries find hard to match. By the time Roosevelt's Presidential papers were opened to research on March 17, 1950, eighty-five percent were open for research. This was within five years of the President's death and is spectacular when one considers that it was only a few months after the remnant of the Lincoln papers was opened and was several years before the papers of the two Adams were made available.[19]

Scholars have been quick to take advantage of this good fortune. Any qualified researcher who has a specific subject to investigate and who is serious about doing it may receive permission to use the Roosevelt papers. Between 1950 and 1965,

over 500 publications were issued which used the Roosevelt Library as a major source. Scholars pay about 500 visits per year to the Library, and the Library makes and sells ten to fifteen thousand microfilm and photostatic copies of documents per year. The Library staff is also involved in the publication of lists of selected documents and bibliographies. Two volumes of selected documents on Roosevelt and Conservation have been issued, and ones on foreign relations and agriculture planned.[20]

An idea of the magnitude and the scope of the holdings of the Roosevelt Library is manifest in the fact that the Roosevelt papers make up only about fifty per cent of the total manuscript holdings. The three most important other groups are the papers of Harry Hopkins, Henry Morgenthau, Jr., and John G. Winant. Mrs. Roosevelt's papers are also an important group.[21]

The Franklin D. Roosevelt Library is the oldest, the largest, the most used, and seemingly the best administered and most successful of all the Presidential libraries administered by the National Archives and Records Service. Certainly, it has been the model upon which the others have been based, and it seems to set the standard of excellence to which the others aspire.

The Harry S. Truman Library drew heavily upon the experience of the Roosevelt Library, and its development proceeded much in the same manner as the Roosevelt Library. Therefore, no account of that development will be included. One of the biggest differences between the two is undoubtedly the fact that President Truman survived his presidency, and became quite

active in the affairs of the library. Consequently, Mr. Truman's vivid personality has pervaded at the Truman Library.[22]

The holdings of the Truman Library are also quite extensive. Included are the President's White House papers, records of Assistants, Aides, and Counsels to the President, the records of the White House Social Office, Mr. Truman's senatorial and Vice-Presidential papers, and his post-Presidential papers, the records of many Presidential commissions, and the papers of over eighty personal and political associates. Microfilms of forty other collections of papers are on file as are the tapes of the interviews with forty-six volunteers in the Oral History program. The papers themselves occupy over 3000 cubic feet. Other holdings include: 27,000 books; 20,000 photographs; 1300 sound recordings; 22,500 feet of motion picture film; 29,000 pamphlets and other printed items; and 800 political cartoons.[23] The library was greatly strengthened by the purchase of the personal library of Samuel Flagg Bemis.

The Truman Library also specializes in a subject which is of special interest to Mr. Truman: the development of the office of the Presidency. "Effort is being made to acquire for the library as full a collection of books as will exist anywhere on the development of the President office and how its encumbents have administered it."[24]

As with all the Presidential libraries, the museum is an important part of the Truman Library. It adds color and tone to the papers the researcher is studying, and, of course, it is the major attraction for the public. The entire building is air-conditioned, and the stack areas have special temperature and

humidity controls for the protection of the papers. GSA's Public Building Service provides custodial and maintenance service. The library staff of about fifteen includes six professional archivists.[25]

The Harry S. Truman Library Institute, a non-profit organization, supports a grant-in-aid program. Grants of up to $1000 may be awarded except for one award of $7500 per year. The grants are allotted to scholars to use the Library, especially to those just beginning their careers. So far more than 70 books, articles, and dissertations have resulted from work supported by these grants.[26]

The Truman Library is in full operation, now, but the results do not seem to match those of the Roosevelt Library. For one thing, the Truman Library is, according to one scholar, weak in pre-1940 material. Furthermore, research is being hampered by restrictions much tighter than those of its older brother. A lesser proportion of the documents is open to research, and that portion which is still restricted includes the most important sources of the Truman administration - the foreign affairs papers. Thus, the Truman Library is not yet fulfilling its self-assigned role as <u>the</u> source for the history of the Truman administration.[27]

With the relative success of the Roosevelt and Truman libraries, the advent of more Presidential libraries seemed certain. The need for a more comprehensive plan for authorization and administration of present and future Presidential libraries became obvious. The Presidential Library Act of 1955 was the action chosen to meet this need. The act authorized the General

Services Administration

> "to accept for deposit... the papers and other historical materials of any President or former President of the United States, or of any other official or former official of the Government, and other papers relating to and contemporary with any President or former President of the United States, subject to restrictions agreeable to the Administration as to their use; and ... to accept for... the United States, any land, buildings, and equipment offered as a gift to the United States for the purposes of creating a Presidential archival depository, and to take title to such land, buildings, and equipment on behalf of the United States, and to maintain, operate, and protect them as Presidential archival property."

The GSA was also permitted to "enter into agreements with any state, political subdivision, foundation, or institution 'to utilize as a Presidential archival depository land, buildings, and equipment... to be made available... without transfer of title to the United States, and to maintain, operate, and protect such depository as a part of the national archives system.'"[28] This act of 1955 provides a very liberal basis for the development of Presidential libraries (Jones criticizes it as too liberal), and under this law all three presidents since Truman, plus President Hoover, have established or had established for them Presidential libraries, either actual or proposed.

Two of these new Presidential libraries are open, but not yet in full operation. The Dwight D. Eisenhower Library is part of Eisenhower Center, which includes the Eisenhower Museum and the family home. It has a small exhibit area complementing the Museum. Its research facilities were opened in 1966, but they were still fragmentary. Like all new libraries the Eisenhower Library is having growing pains.[29]

The Herbert Hoover Library is located in Hoover Park, which includes within its twenty-eight acres the birthplace cottage. The exhibit areas are open, but the papers are not yet available. When the Hoover papers are made available for research, they will not be complete. His collection of war and peace documents was given to Stanford University years ago. Even though built, the Hoover Library is still in the formative stages.[30]

The two newest Presidential libraries have not yet been built, but after they are finally in operation, both have the potential to reach new heights among Presidential libraries. Both will be connected with major universities.

The John F. Kennedy Memorial Library will be connected with the Kennedy Institute for Advanced Political Studies at Harvard University. Both are to be built on a site on the Charles River in Cambridge. The plans have been developed, but constrution has been delayed because the site is still in use as a subway train yard.[31]

The Lyndon B. Johnson Library will be built at Austin. It will be adjacent to and intimately connected with the Lyndon B. Johnson School of Public Service which will be built at the same time. The Johnson Library could well be the biggest and best so far.[32]

The Rutherford B. Hayes Memorial Library is the maverick. It was the first Presidential library, and in many respects is the archetype of the Presidential libraries described above, with one important difference. It was erected by the state of Ohio in fulfillment of the conditions under which the Hayes

estate, Spiegel Grove, was deeded to the state of Ohio. It is operated under the joint auspices of the Ohio Archaeological and Historical Society and the Rutherford B. Hayes - Lucy Webb Hayes Foundation and was opened on May 30, 1916. It is not associated with the National Archives and Records Service, and is thus a private, not a public, institution.[33]

However, there are many similarities between the policies and organization of the Hayes Library and those of the other Presidential libraries. It aims to become a major resource center in American history for the period 1865-1898. Furthermore, it too has a special interest: to preserve the records and history of the Sandusky Valley and northwestern Ohio. The Hayes Library is compiling a union catalog of every imprint dated within its period, and it purchases microfilm copies of other pertinent collections. Over 400,000 manuscript pieces are contained in the Hayes Library. The Hayes collection has been microfilmed, and copies of the films may be purchased.[34] Thus the Hayes Memorial Library is an active and successful Presidential library. It stands as not only the prototype of the modern Presidential library but also as an example of what might have been had other Presidents and their families had more foresight.

The Presidential library is a small, highly specialized institution created to fulfill a specific need - the care and preservation of the vital records of the Presidency. Furthermore, they are and are intended to be primary resource centers for the study of the whole period which they cover. And they will become increasingly important as they gain experience and as more of them reach full operation. Their vigorous acquisitions

programs and the removal of restrictions on access to material will make them even more valuable. As small, specialized institutions they are better able to provide competent, professional personal service to the scholars who use them. However, they have experienced, are experiencing, and will continue to experience growing pains. The restrictions placed on materials are perhaps necessary, but very annoying, and definitely limit the effectiveness of the collection.[35] The rapidly growing cost of establishing new centers may also hamper development.

The Presidential libraries are new and vigorous institutions, and so far they have been quite successful. It seems certain that future Presidents will continue to take advantage of this method of preserving the records of their administration.

Footnotes

[1]R. D. W. Connor, "The Franklin D. Roosevelt Library," American Archivist, 3 (April, 1940), 84.

[2]Herman Kahn, "The Presidential Library - A New Institution," Special Libraries, 50 (March, 1959), 107.

[3]Elizabeth B. Drewry, "The Role of Presidential Libraties," The Midwest Quarterly, 7 (October, 1965), 56, 60; H. G. Jones, The Records of a Nation: Their Management, Preservation and Use (New York: Atheneum, 1969), p. 165; Philip C. Brooks, "The Harry S. Truman Library - Plans and Reality," American Archivist, 25 (January, 1962), 31.

[4]Drewry, "Presidential Libraries," 62; Jones, Records, p. 145; Virginia R. Cole, "Presidential Libraries," Special Libraries, 59 (November, 1968), 693.

[5]Jones, Records, p. 164.

[6]Kahn, "Presidential Library," 106; National Archives and Records Service, The Harry S. Truman Library (Washington: U. S. Government Printing Office, 1960); National Archives and Records Service, The Herbert Hoover Library (Washington: U. S. Government Printing Office, 1963); National Archives and Records Service, The Dwight D. Eisenhower Library (Washington: U. S. Government Printing Office, 1964); National Archives and Records Service, The Franklin D. Roosevelt Library (Washington: U. S. Government Pringting Office, 1966); "U.S. Archivist Discusses Presidential Libraries, Papers," Texas Libraries, 29 (Fall, 1967), 169.

[7]Drewry, "Presidential Libraries," 62.

[8]Cole, "Presidential Libraries," 691, 695; Drewry, "Presidential Libraries," 64.

[9]Brooks, "Truman Library," 32; Cole, "Presidential Libraries," 693.

[10]Kahn, "Presidential Library," 106; Philip Lagerquist, "The Harry S. Truman Library," Library Journal, 83 (January 15, 1958), 144-5.

[11]Jones, Records, p. 147.

[12]Kahn, "Presidential Libraries," 107-8; Waldo Gifford Leland, "The Creation of the Franklin D. Roosevelt Library!

A Personal Narrative," American Archivist,. 18 (January, 1955), 25; Jones, Records, p. 148; Drewry, "Presidential Libraries," 55.

[13]Jones, Records, pp. 148-9; Connor, "Roosevelt Library," 88.

[14]Jones, Records, p. 150; Frances Bromiley, "The History and Organization of the Franklin D. Roosevelt Library, Hyde Park, New York" (unpublished Master's thesis, Western Reserve University, 1959), p. 14.

[15]Jones, Records, p. 151; National Archives, Second Annual Report of the Archivist of the United States as to the Franklin D. Roosevelt Library, 1940-1941 (Washington: US Government Printing Office, 1942), pp. 10-13.

[16]National Archives, First Annual Report of the Archivist of the United States as to the Franklin D. Roosevelt Library, 1939-1940 (Washington: U. S. Government Printing Office, 1941), p. 2; National Archives, Second Annual Report, Roosevelt Library, p. 14; Bromiley, "Roosevelt Library," pp. 20-25.

[17]Drewry, "Presidental Libraries," 63; National Archives and Records Service, Roosevelt Library.

[18]Leland, "Roosevelt Library," 27.

[19]Jones, Records, p. 154.

[20]Herman Kahn, "World War II and Its Background: Research Materials at the Franklin D. Roosevelt Library and Policies Concerning Their Use," American Archivist, 17 (April, 1954), 159; Cole, "Presidential Libraries," 692; Kahn, "Presidential Library," 112; Drewry, "Presidential Libraries," 63.

[21]Kahn, "Presidential Library," 112; Kahn, "Roosevelt Library," 158.

[22]Brooks, "Truman Library," 33.

[23]Harry S. Truman Library Institute, Research Newsletter, No. 14 (Independence, Missouri: Harry S. Truman Library Institute, 1969), pp 1-7; Philip D. Lagerquist, "The Harry S. Truman Library as a Center for Research on the American Presidency," College and Research Libraries, 25 (January, 1964), 35-36.

[24]Brooks, "Truman Library," 32-4.

[25]Ibid., 30; Lagerquist, "Truman Library and American Presidency," 34.

[26]Ibid., 36; Harry S. Truman Library Institute, Research Newsletter, No. 14.

[27]Richard S. Kirkendall, "A Second Look at Presidential Libraries," American Archivist, 29 (July, 1966), 375-6, 384-6.

[28]Jones, Records, p. 156.

[29]National Archives and Records Service, Eisenhower Library; William D. Aeschbacher, "Presidential Libraries: New Dimension in Research Facilities," The Midwest Quarterly, 6 (January, 1965), 206, 210-11.

[30]Ibid., 206; National Archives and Records Service, Hoover Library.

[31]Library Journal, 93 (August, 1968), 2789.

[32]"Johnson Presidential Library Plans Announced," Texas Libraries, 29 (Spring, 1967), 4-5; "Johnson Presidential Library Will Feature Museum," Texas Libraries, 29 (Fall, 1967), 172-4.

[33]Lagerquist, "Truman Library and American Presidency," 33; Buford Rowland, "The Papers of the Presidents," American Archivist, 13 (July, 1950), 205; letter from James B. Rhoads, Special Libraries, 60 (April, 1969), 249.

[34]Fred W. Shipman, review of Hayes Memorial Library Annual Report, 1939-40, American Archivist, 4 (April, 1941), 125; Bromiley, "Roosevelt Library," 4.

[35]Richard S. Kirkendall, "Presidential Libraries - One Researcher's Point of View," American Archivist, 25 (October, 1962), 448; Kahn, "Presidential Library," 113; Kirkendall, "Second Look," 371.

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The Presidential Libraries

Private Papers

John Webb
December 3, 1969
Lib 507

The Presidential Libraries

Private Papers

The Presidential libraries present an interesting case study in the problem of private papers. These form a very important part of their holdings, and as we shall see, in one sense they are what the Presidential library is all about.

In the first pl ace, beginning with George Washington, "The papers of our Presidents have been considered their personal property, a concept which has been upheld in the courts of law." The President may "give" his papers to the nation by depositing them in a Presidential library especially established for that purpose, but they still remain his (or his heirs) personal property. They are his private property in the White House and afterwards, and he may do with them as he wishes.[1] Thus, the Presidential papers are not archives (although they may be very archival-like, as will be noted below), but private papers; and if the Presidential libraries held only the Presidential papers, they would be important manuscript centers.

But, the Presidential libraries have other important papers. For instance, the Franklin D. Roosevelt Presidential papers make up only about fifty percent of the total manuscript holdings of the Franklin D. Roosevelt Library. The papers of

Harry Hopkins and Henry Morgenthau, Jr., are examples of other important papers held by this library.[2] As of September, 1958 (which, unfortunately, is the date of the latest available detailed figures) papers in the Roosevelt Library were arranged in forty-eight groups. Sixteen of these groups were the private papers of sixteen aides and associates of the President, and ten groups contained the non-Presidential Roosevelt papers. The January, 1969, figures of the Truman Library show that of 136 total groups, eighty-six contain private papers and two are non-Presidential Truman papers. On the same date, the Eisenhower Library contained 141 groups of papers. Fifty of these were the papers of private individuals, and eight groups were the non-Presidential papers and manuscripts of Dwight Eisenhower. As of March, 1969, there were forty-six groups of materials in the Hoover Library. Twenty-seven groups were of private papers, and five were the non-Presidential Hoover papers.[3] Appendix A shows a typical page from the list of historical materials in the Truman Library.

The papers of private individuals, then, are obviously important resources of the Presidential libraries. These papers "are deposited under legal agreements on access similar to those for the Presidential papers. The collections are handled with the same care for their integrity as for that of archives." The papers deposited by private individuals are given the Presidential treatment, and this has induced some donors to deposit their papers there rather than elsewhere.[4] The Presidentisl papers, which, as we have seen, are really private papers, and

their entourage of other important historical materials, give to the Presidential libraries their key characteristic - that of being vital manuscript research centers.

Their acquisitions help keep them vital. For our purposes the interesting thing about these acquisitions is that what they are trying to acquire - besides reference tools - are more private papers. The 1955 Presidential Libraries Act provides a kind of broad charter which authorizes and guides Presidential library acquisitions. It empowers the Administrator of General Services "' to accept for deposit... the papers and other historical materials of any President or former President... or of any other official or former official of the Government, and other papers relating to and contemporary with any President or former President... subject to restrictions agreeable to the Administrator as to their use....'"[5]

The papers of the President, of course, come automatically to the Presidential library - that being the reason for its establishment. To acquire the other papers requires an acquisitions policy. This policy is dicated on the general aim of all the Presidential librar s: to retain "the record in all its detail for later interpretation by the user."[6] In general, the Presidential libraries "are interested in acquiring the papers of those persons and organizations that played a <u>nationally significant</u> role in the period of the public life" of the President.[7] More specifically, the Roosevelt Library claims that its acquisition policy

> is largely confined to historical material relating to national and international aspects of American history from 1933 to the end of World War II, and

> significant background material of earlier date (beginning about 1910) that throws light on the political, social, economic, and other changes occurring in the United States during the later period; the public life and interests of Franklin D. Roosevelt, including his philanthropic, scientific, and cultural activities, political campaigns in which he took part, and his service in public office, with special emphasis on his administration as President of the United States; the private life and interests of Franklin D. Roosevelt and of members of his family and his progenitors.

The Truman Library says, simply: "We are seeking to acquire as many personal papers as possible of men and women associated with Mr. Truman at one time or another - before, during, or after his presidency."[9]

These broad, ambitions acquisition policies have led to aggressive campaigns by the Presidential libraries to acquire relevant materials. They are aided by the fact that the Presidential papers are such important collections that they tend to attract - by a sort of archival law of gravity - other closely related and complimentary collections of papers.[10]

These two factors have led to fears on the part of other manuscript collectors - especially state and local historical societies - that the Presidential libraries are threats to their very existence. They seem to fear that there are not enough private papers to go around, and that the Presidential libraries are unfair competition in the manuscript market.[11] The effective rejoinder, both from scholars and from archivists connected with the Presidential libraries, has been that competition for manuscripts is a healthy situation so long as they are put where they can be cared for adequately; that partly because of the increased interest in manuscripts more money is flowing into scholarly rearch; and that there will

always be competition, and that the decision about where to place his papers must be left up to the donor.[12]

The Presidential libraries have several obvious strengths which favor the success of their acquisition programs. Since they concentrate on a specific subject area within a limited period of time, they are able to develop staffs who are specialists in the history of that particular subject and period. Thus, on the manuscripts of that subject and period they can give such papers immediate and effective care - the Presidential treatment, as we stated above. Furthermore, these papers - that is, the papers of aides, associates, advisors, and close friends seem to be the most useful when placed near the Presidential papers. Finally, the Presidential libraries give immediate service to inquiries, giving direct, personalized service to those scholars who visit the libraries, and funishing microfilm to those who request it.[13]

In this last point probably lies the answer to one of the real vexing problems in the acquisition of manuscripts: where should the papers go? In which institution do they belong? Undoubtedly in many cases - perhaps in most - there is no single "right place" for a collection of papers. They might logically belong in several institutions. The use of microfilm allows copies of the papers to be made available cheaply and efficiently. If a collection of papers is useful in more than one place, microfilm allows its dissemination to those places where it will be used. For example, as of January, 1969, the Truman Library had acquired forty groups of papers on microfilm.

These included installments of Presidential papers from the Library of Congress and many other groups of private papers. Some of the latter were groups of papers from the Roosevelt Library relating to President Truman.[14] Using microfilm, libraries and historial societies may acquire relevant papers which are held in other institutions for their collections.

Some authors emphasize the legal and technical differences between archives and private papers.[15] However, the prevalent opinion - and the one held in the Presidential libraries-seems to be that "The differences between manuscript collections and archives are not nearly so important as the elements that manuscripts and archival materials have <u>in common</u>."[16] For instance, the Presidential papers are often the only records of Presidential actions that exist, and, therefore, they are very archival - like in nature. The papers of Presidential aides, advisors, and associates are often likewise semi-official in nature.[17] Consequently, arrangement and description of the Presidential and other private papers in the Presidential libraries closely follow archival principles.

Richard Berner holds that the bibliographic unit of both archives and manuscripts is the group, and that groups are made up of series, series of file units, and these latter, of items. A manuscript group is the equivalent of an archival record group, and <u>provenance</u> should be respected. The original order should be respected if possible, but if rearrangement is necessary, it should reflect the activity of the person. T. R. Schellenberg essentially agrees, and he adds that, if

series are not present, they should be established taking into account the "arrangement of records,... their record type, ... and their origin in activity...." Of course, these are good archival principles.[18]

The arrangement of papers in the Presidential libraries essentially follows these principles. As can be seen in Appendix A, for example, the group is the unit of bibliographic control. In the Truman Library, each group consists "of the papers of one person or organization, or one manageable segment of the Truman papers. The numbering of the groups is not significant, being simply an administrative convenience."[19]

Dwight M. Miller of the Hoover Library states that no two manuscript collections are arranged exactly the same because they are not all exactly alike. However, archival principles apply to all manuscript collections, and these principles are based on <u>respect des fonds</u>. Only when collections are received by the Hoover Library in a state of complete disarrangement do the archivists there abandon the original order. In those cases "the most usual method of processing is placing them in alphabetical sequence within a series arrangement." With very large bodies of papers such as the former President's own papers several groups are formed based on chronology, series are formed within the groups, and the materials arranged alphabetically within the series.[20] Arrangement of private papers in the Presidential libraries, then, is based on archival principles, and these papers are very similar to archives.

Description obviously also follows archival practices. Berner has stated that archivists and manuscript librarians "really seek to reveal the same kind of data, but that the manuscript librarian needs to reveal more of some types -- particularly names and subjects -- than does the archivist." He further declares that the chief finding aid for manuscript groups should be the preliminary inventory -- as with archives.[21] Although nothing in the Presidential library literature indicates that they give the special attention to names and subjects that Berner advocates (possibly because their private papers are in general so highly specialized and archival in nature), their practices generally parallel his guidelines.

The evolution of descriptive materials in a Presidential library may be studied by examining the most advanced of these institutions -- the Roosevelt Library. In 1949, the Library reported that descriptive guides to its collections had been drafted -- a year before the Presidential papers were opened to research. It reported that inventories and calendars were also being prepared. The descriptive guides are probably the same group descriptions that Francis Bromiley included in her 1959 thesis on the Roosevelt Library. Each description includes the following information: title of the group; a paragraph about the scope of the papers in the group; and a general description of the contents, including the existence of series. She also reported that three-part shelf lists had been made for the Presidential papers. The three parts were an alphabetical subject listing, a list of the correspondents, and a numerical list of accession numbers. Shelf lists were also made for

other large groups. In 1965, the Library indicated its finding aids, present and future, included lists, inventories, descriptive accounts, and indexes.[22]

The Hoover Library -- the newest of the Presidential libraries in operation in its own building -- provides an interesting example of "first generation" finding aids. The first is a list of holdings much like that in Appendix A. The second is a set of Registration Statements, one for each archival group. Each Registration Statement contains the title of that particular group; a fairly detailed description, including whether the group is divided into series, and the series description; inclusive dates; the size of the group; the donor; restrictions on use; and related records, if applicable. An example of one of these Registration Statements is included in Appendix B.

Future, more sophisticated descriptive materials to be issued will be, first, "completed shelf or folder title lists for all collections open to research," and then a comprehensive guide to the holdings of the Hoover Library. Eventually, they hope to publish a "detailed history" of the Hoover papers.[23]

The Presidential libraries contain extensive holdings of private papers -- the papers of the Presidents included. These papers are extremely valuable as research resources, and they are an important part of "the records of a nation." They therefore deserve and are accorded the finest analytical treatment available. Their archival-like nature is recognized, and they are arranged and described using accepted archival

principles and techniques. The Presidential libraries pursue aggressive yet selective, acquisition policies to add collections of papers to their holdings which will enhance the overall research value of their institutions. Their aim in acquiring these papers is to become the research institution in their areas -- to make their holdings as nearly self-sustaining as possible. In the few short years of their existence, the Presidential libraries have become among the most important depositories of private papers in the country.

Footnotes

[1]Philip P. Lagerquist, "The Harry S. Truman Library," Library Journal, 83 (January 15, 1958), 144; Francis Bromiley, "The History and Organization of the Franklin D. Roosevelt Library, Hyde Park, New York" (unpublished Master's Thesis, Western Reserve University, 1959), p1 26; Herman Kahn, "The Presidential Library -- A New Institution," Special Libraries, 50 (March, 1959), 106; H. G. Jones, The Records of a Nation, Their Management, Preservation, and Use (New York: Atheneum, 1969), p. 158. This paper will deal only with the four Presidential libraries operated by the National Archives and Records Service for which there is significant (and available) operating experience. These four are: the Franklin D. Roosevelt Library, the Harry S. Truman Library, the Dwight D. Eisenhower Library, and the Herbert Hoover Library.

[2]Kahn, "Presidential Library," 112; U. S., General Services Administration, National Archives and Records Service, Tenth Annual Report of the Archivist of the United States on the Franklin D. Roosevelt Library, 1948-1949 (Washington: Government Printing Office, 1950), pp. 2-3.

[3]Bromiley, "Roosevelt Library," pp. 73-103; Harry S. Truman Library Institute, Harry S. Truman Library Research Newsletter, No. 13 (Independence, Missouri: Harry S. Truman Library Institute, January, 1969), ppl 1-5; U. S., General Service, Administration, National Archives and Records Service, Dwight D. Eisenhower Library, "Historical Materials," Abilene, Kansas, January 1, 1969. (Mimeographed.); U. S., General Services Administration, National Archives and Records Service, Herbert Hoover Presidential Library, "List of Holdings and Registration Statements," West Branch, Iowa, March 18, 1969. (Xeroxed.)

[4]Philip C. Brooks, "The Harry S. Truman Library -- Plans and Reality," American Archivist, 25 (January, 1962), 32.

[5]Jones, Records, p. 156.

[6]Elizabeth B. Drewry, "The Role of Presidential Libraries," The Midwest Quarterly, 7 (October, 1965), 62.

[7]"Acquisition Policies of Presidential Libraries," in James N. Rodabaugh, ed., The Present World of History. A conference on certain problems in historical agency work in

the United States (Madison, Wisconsin: The American Association for State and Local History, 1959), 38.

[8]U. S., National Archives, Ninth Annual Report of the Archivist of the United States on the Franklin D. Roosevelt Library, 1947-1948 (Washington: Government Printing Office, 1949), p. 3-4.

[9]Brooks, "Truman Library," 31.

[10]"Acquisition Policies," 37, 40.

[11]Ibid., 35, 38.

[12]Ibid., 38; Drewry, "Presidential Libraries," 58; Richard S. Kirkendall, "Presidential Libraries -- One Researcher's Point of View," American Archivist, 25 (October, 1962), 442-3.

[13]Acquisition Policies," 38-9.

[14]Truman Library Institute, Truman Library Newsletter, No. 13, pp. 5-6; Harry S. Truman Library Institute, Harry S. Truman Library Research Newsletter (Independence, Missouri: Harry S. Truman Library Institute, October, 1961), p. 2.

[15]Brooks, "Truman Library," 37; Herman Kahn, "World War II and Its Background:Research Materials at the Franklin D. Roosevelt Library and Policies Concerning their Use," American Archivist, 17 (April, 1954), 151.

[16]Richard C. Berner, "Archivists, Librarians, and the National Union Catalog of Manuscript Collections," American Archivist, 27 (July, 1964), 409.

[17]Lagerquist, "Truman Library," 144.

[18]Richard C. Berner, "Manuscripts Collections and Archives -- A Unitary Approach," Library Resources and Technical Services, 9 (Spring, 1965), 213-4; T. R. Schellenberg, The Management of Archives (New York: Columbia University Press, 1965), pp. 177, 182-3, 185.

[19]Truman Library Institute, Truman Library Newsletter, October, 1961, p. 4.

[20]Letter From Dwight M. Miller, Senior Archivist, Herbert Hoover Presidential Library, dated December 1, 1969.

[21]Berner, "NUCMC," 405-6; Berner, "Manuscript Collections," 219.

[22]National Archives, Roosevelt Library Tenth Annual Report, p. 7; Bromiley, "Roosevelt Library," pp 34-5, 73-103; Drewry, "Presidential Libraries," 63.

[23]Hoover Library, "List of Holdings."

Appendix A

List of Historical Materials

Harry S. Truman Library

Group		Cubic Feet
26.	Records of the President's Commission on Migratory Labor, 1950-51	5
27.	Records of the President's Committee on Religion and Welfare in the Armed Forces, 1948-51	14
28.	Records of the Missouri Basin Survey Commission, 1952-53	11
29.	Records of the Harry S. Truman Library, Inc., 1950-63	24
30.	Papers of Jesse M. Donaldson, 1947-52	1
31.	Papers of John D. Clark, 1946-52	1
32.	Records of the President's Scientific Research Board, 1946-47	7
33.	Records of the President's Water Resources Policy Commission, 1950-51	20
34.	Papers of Samuel I. Rosenman, 1944-49	2
35.	Records from the Democratic National Committee, 1943-52	9
36.	Papers of Frank McNaughton, 1938-52	8
37.	Papers of Charles G. Ross, 1945-50	2
38.	Papers of Stephen J. Spingarn, 1933-67	23
39.	Records of the Washington Office of the Cooperative League of the United States, 1936-49 (permission required)	59
40.	Papers of Wallace J. Campbell, 1939-64 (permission required)	26
41.	Papers of Oscar L. Chapman, 1931-53 (permission required)	42
42.	Papers of Myron G. Taylor, 1938-52 (closed)	1
43.	Papers of Charter Heslep, 1945-50	1
44.	Papers of Henry A. Bundschu, 1939-56	less than 1
45.	Papers of Lina D. Adams, 1940-62	less than 1
46.	Papers of J. Howard McGrath, 1934-52	75
47.	Papers of Alfred Schindler, 1934-55	11
48.	Papers of Edwin A. Locke, Jr., 1941-53	2
49.	Papers of Nathaniel P. Davis, 1916-57	less than 1
50.	Records of the Harry S. Truman Library Institute for National and International Affairs, 1955-67	5
51.	Papers of Frieda Hennock, 1948-55	9
52.	Papers of John M. Redding, 1943-58	9
53.	Papers of James E. Webb, 1928-63	33
54.	Papers of Stanley Andrews, 1950-64	1
55.	Papers of James Boyd, 1927-67	5
56.	Papers of Edward D. McKim, 1940-63	less than 1
57.	Papers of Dillon S. Myer, 1943-53	less than 1
58.	Papers of Joseph M. Jones, 1947-48	1
59.	File of White House Press Releases, 1945-53	3
60.	Papers of N. T. Veatch, 1926-33	less than 1
61.	Records of the National Aircraft War Production Council, 1942-45	10

Appendix B

Registration Statement

Herbert Hoover Library

CAMPAIGN AND PRE-INAUGURAL PAPERS, 1928-1929

Description:

Correspondence, clippings, printed material, speeches, press releases relating to Herbert Hoover's activities during the 1928 campaign, the South American Goodwill Tour, cabinet appointments, and other pre-inauguration activities.

Campaign files. Filed in six series: (1) congratulations on nomination; (2) subject files, Washington, D. C., office, March-November 1928; (3) comments and suggestions, Stanford University office, July-August, 1928; (4) comments and suggestions, Washington, D. C. office, August-November, 1928; (5) congratulations on election, special California file; (6) letters of appreciation to State Republican organizations, 1928.

Pre-Inauguration correspondence. Filed in three series: (1) individual and subject file, January-March, 1929; (2) cabinet appointments; and (3) South American Goodwill Tour, November-December, 1928.

Inclusive dates: March, 1928-
March 1929

Quantity: 38 linear feet
Donor: Herbert Hoover

Restrictions:

See Restriction Statement, The Herbert Hoover Papers.

NLH - March 1969

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Letter from Dwight M. Miller, Senior Archivist, Herbert Hoover Presidential Library, December 1, 1969.

John Webb 41

THE PRESIDENTIAL LIBRARIES
BUDGET, STAFF, BUILDINGS, AND EQUIPMENT

Introduction

As in all archival institutions, the operation of the Presidential libraries involves more than just the specialized intellectual and technical processes peculiar to and inherant in archival work. For the archives is not an ivory tower - at least not completely. The Presidential libraries must be efficiently administered if they are to be a success, and administration involves the more mundane matters of budget, staff, buildings, and equipment. These administrative matters are common to all organizations, to one extent or another. Their specific application to the Presidential libraries is the subject of this paper.

Budget

The budgetary picture of the Presidential libraries is very confusing.[1] It is complicated by the fact that the funds may come from any and all of several sources including the Congress, the visitors to the Presidential libraries, and private donors. A further complication is the fact that the custodial and security services at the Presidential libraries are performed by the Public Buildings Service, a separate agency of the General Services Administration.[2] Another

problem is that in fiscal year 1968, the government seems to have begun new accounting procedures which eliminate the Presidential libraries as separate entries in the budget. From that year on, the funds for the Presidential libraries have been included in the category of "archives and related services."[3] Thus the total budgets of the Presidential libraries are nearly impossible to determine in any detail from the sources available at the University of Oregon. What follows then, is at best a rough sketch of the fiscal affairs of these institutions.

Both the 1939 joint Congressional resolution authorizing the Franklin D. Roosevelt library and the Presidential Library Act of 1955 pledged the federal government to fund the Presidential libraries so that they would be properly operated.[4] Thus, probably the most important source of funds for the Presidential libraries is the Congress. One would expect that they are very well funded, and they seem to be.

Until 1949, (the year the National Archives became part of the General Services Administration) the financial affairs of the Roosevelt Library were reported in detail in its annual report. During its first full fiscal year in operation, the expenses of the library paid from appropriations totaled $23,405. For fiscal year 1949 (the last for which there is a detailed report) the expenditures and obligations from the appropriations had more than doubled to $51,571. However, the uncertain nature of the federal budget is indicated in these "exact" figures by the qualifying phrase: "insofar as it is possible to segregate them."[5]

Fifteen years later the growth of the Presidential libraries in both numbers and in activity were dramatically apparent.

The expenditures from appropriations for the Roosevelt library grew and grown to $120,701 in fiscal year 1965. Furthermore, three new libraries already operating were being heavily funded [illegible] with two more which were being established. In [illegible] the second column shows the actual expenditures for each library for 1965; the third, the estimated expenditures for 1966; and column four, the requested appropriation for 1967.[6]

Table I.
Expenditures, Actual and Estimated, of the Presidential Libraries

Library	1964 (actual)	1966 (estimated)	1967 (estimated)
Roosevelt	120,701	130,100	131,100
Truman	121,506	129,900	129,900
Eisenhower	92,432	98,444	106,500
Hoover	97,214	91,400	102,500
Uncompleted	130,532	118,700	118,500
Total	559,485	570,500	588,500

The total for 1965 is a significant increase over the 1964 total of $390,251, and is somewhat higher than the 1965 estimated expenditure of $533,000 made during 1965.[7] This significant yearly increase and underestimation of expenditures has become a feature of the last several appropriations. The change in accounting procedures does not hide this. (I do not mean to imply that the change in accounting method was meant to hide anything.) The National Archives and Records Service (NARS) requested appropriations of $687,000 for the Presidential libraries for 1969; a supplemental not later added $748,000 more. For 1970, NARS requested $7,040,000 for "archives and related services," up from the 1969 appropriation of $5,740,000.

[illegible] of this increase -- $800,000 -- was for increased workloads in the Presidential libraries.[9] Thus, the main source of funds for the operation of the libraries is, of course, the federal government.

Admissions fees collected from the visitors to the Presidential library museums are another important source of income. In fact, in 1969 the obligations and expenditures from the income account were one-third greater than those from the appropriation -- $74,000 v.s. $51,571.[9] This, though, was the exception rather than the rule. Today, the admissions fee is $2.50 for anyone over sixteen years old. This money is "used for the preparation and publication of guides to the library's holdings, for the reproduction of material in the library, and for the purchase of books and equipment for the library." There is no fee for the use of the research facilities of the Presidential libraries.[10]

"A trust fund, authorized by law, enables the Library to receive and expend funds given by private donors for the benefit of the Library, its collections, or its services."[11] "Trust funds are established to account for receipts which are held in a fiduciary capacity for the Government for use in carrying out specific purposes and programs."[12] For example, in 1965 the Carnegie Corporation gave $260,000 "to the National Archives Trust Fund Board to finance the John F. Kennedy Library oral history project" for a four-year period.[13] The tables below give some indication of the importance and activity of the trust fund.[14]

[illegible] II. National Archives Trust Fund Financing:
Receipts and Net Expenditures from Non-Federal
Sources:Reserve (in thousands of dollars).

Library	1968 (actual)	1969 (estimated)	1970 (estimated)
[illegible]	51	51	51
[illegible]	75	78	78
[illegible]	22	80	80
[illegible]	37	40	50

[illegible] III. National Archives Trust Fund.
Program by Activity. Operating
Costs, Funded (in thousands of dollars).

Library	1968 (actual)	1969 (estimated)	1970 (estimated)
Roosevelt	56	74	80
Truman	82	90	97
Eisenhower	57	87	92
Hoover	32	50	51

The trust fund and admissions fees are a vital part of the Presidential library budget.

The largest proportion by far of the expenditures from the appropriated funds is for salaries. The professional, technical, and clerical employees of the Presidential libraries are employed by NARS, and thus they are part of the federal Civil Service. NARS recruits career archivists from among people with at least an M.A. in history at the GS-7 level with the understanding that after one year of service they will be promoted automatically to the GS-9 level. Then with additional training, within two years they will be advanced to the GS-11 level. Further advancement would come with time and experience. In the archival assistant position, a technician can rise from a GS-2 to a GS-11, one rank at a time. With a B. A. and twelve credit hours of American history, the assistant would

be hired as a GS-5. One look at the current GS salary schedule (I do not have one at hand) will show that the Presidential libraries pay very good salaries. In 1964, the average salary for all employees at the four operating libraries was about $10,000 per year. The average ranged from $8,950 per year at the Roosevelt Library to $11,400 at the Hoover Library. The director of a Presidential library is paid about $20,000.[15]

The table below gives the salaries - actual and estimated - for the Presidential libraries for a three-year period.[16] When compared with Table I, it clearly illustrates that most of the expenditures appropriated are for salaries.

Table IV. Presidential Library Salaries: Total

Library	1964 (actual)	1965 (estimated)	1966 (estimated)
Roosevelt	105,754	122,000	122,000
Truman	111,077	119,000	119,000
Eisenhower	89,055	102,000	102,000
Hoover	33,622	88,000	88,000

To synthesize all of this financial information into the total budget picture of a Presidential library is probably beyond the scope of the data presented and is certainly beyond the accounting disabilities of this author. What is important to remember, though, is the importance of the budget with regard to the other factors - staff, building, and equipment - to be discussed. All these factors interlock and interrelate, but the budget is the most important member of this group for upon it all the others depend. An ample and increasing budget will attract and hold a quality staff, will allow for the institution of broader, better services, and will facilitate

the purchase of needed equipment. A second very important aspect of the budget of the Presidential libraries would seem to be its broad base. Of course, the federal government supplies most of the funds, but the importance of the services itself and the income from private sources must not be forgotten. We will have occassion to notice another aspect of this broad-based budget in the discussion of buildings.

Staff

If the Presidential papers are the heart of the Presidential library, the staff is its head. And a professionally trained staff is absolutely essential for successful operation. Not only should the professional staff have specialized training in archival techniques but they should also be subject specialists in the period and holdings of their particular library. In fact, one reason that the Presidential library is able to open its holdings so soon to the scholarly public is the skill and dedication of the professional archivists.[17]

There seem to be no general rules for determining staff requirements, except that if holdings or servies increase, the staff must also be increased. Nor do there seem to be any guidelines for determining professional v.s. non-professional staffing ratios. Like the budget, staffing information for the Presidential libraries is not completely clear.

Table V below is a composite compiled from two House Appropriations Hearings.[18]

Table V. Presidential Libraries: Employment

Library	1964 (actual)	1965 (estimated)	1966 (estimated)	1967 (estimated)
Roosevelt	11.8	13	13	13
Truman	12.0	12	12	12
Eisenhower	9.2	10	10	10
Hoover	9.9	10	10	10

It should be noted, in comparing these figures with those given below, that the above table probably counts only the employes whose salaries are paid from the appropriations. The figures given below probably include all employes regardless of the source of their salaries.

According to William J. Stewart, the Acting Director, the Roosevelt Library staff consists of the director, a librarian, a museum curator, an archivist-editor, six professional archivists, and several clerks and technicians. An earlier source lists the staff of the Roosevelt Library as nine professionals and nine non-professionals. The Truman Library is reported to be eleven professionals and only five non-professionals; the Eisenhower Library, five professionals and four non-professionals.[19] However, another source gives the Eisenhower Library staff as five professionals and 10 non-professionals, a significant difference.[20] The current staff at the Hoover Library includes eleven full-time and six part-time employees (No distinction made between professional and non-professional). This does not include the staff of the Public Buildings Service, and it is assumed that the figures for the other libraries also do not include the custodial and security force.[21] Therefore, although the total workforce seems to be about the same at each of the Presidential libraries, the ratio between profes-

...should not non-professional jet ... seems to vary quite a bit. ... planned increase in position ... at all the Presidential libraries ... to the increased ... workloads will certainly affect the ..., and probably ... duties, also.[22] At these ... budget and staff ... very interrelated.

Buildings

... were used to construct the Presidential library buildings, and this fact clearly illustrates the relationship between the broad ... of the budget and the buildings (alluded to above, page ?). They are transfered to NARS free of debt for no charge.[23] The costs of construction of the first three Presidential libraries were as follows: Roosevelt Library, $360,000; Truman Library, $1,750,000; Eisenhower Library, $2,750,000.[24] The Presidential libraries as federal archival institutions need not be concerned about construction costs, and this is a decided advantage from a budgetary point of view.

There are few accepted standards for archival buildings. T. R. Schellenberg's dictum that an "archival institution has the twofold objective of preserving and making available for use the materials in its custody," is a good general objective, but it does not provide very exact criteria for judging the quality of a building. He does provide some specific standards, though: he includes accessibility of the materials and expansibility of the building as two important features a good archival building should possess. Victor Gondos presents a rule of thumb for the ratio of stack to other areas of the

archives: 60-40 — the stacks should occupy sixty percent of the floor space, and administration and all other functions, the remaining forty percent. He also emphasizes that an archives should have its own building.[25] How do the Presidential libraries fare when judged by some of these criteria?

Against the last criterion, they fare poorly indeed. The Presidential libraries are at least as much museums as archives and libraries. The counter-argument is that the Presidential libraries are very specialized institutions "built particularly for the material it holds and the study of the period it represents." The surroundings, especially the museum, help acquaint the researcher with the man. The museum helps the researcher to grasp the flavor of the period, and is thus an indispensible part of a Presidential library.[26]

They are rather small buildings, and the museum sections of each are separated from the administrative offices, stacks and reading and research rooms. These are clustered, and "designed to serve as a research library."[27] Thus, accessibility seems quite well taken care of in the Presidential libraries.

Expansibility is a prominent feature of these buildings. All four of them now in operation have already been added to or are in the process of having additions built. This is done with private funds.[28] As buildings, then, the Presidential libraries are quite successful.

Equipment

Of the four areas covered in this paper, equipment is

the latter discussed in the literature of the Presidential libraries. The two equipment items most found in all archives - containers and shelving - are discussed by Schellenberg, however, not those items which he identifies as being used by the National Archives are probably also used by the Presidential libraries.

The vertical records containers used in the National Archives are boxes holding four-five inches of records. Two different sizes are used: for legal size records, $15\frac{1}{4}$"x $10\frac{1}{4}$"x$5\frac{1}{4}$"; for letter size, $12\frac{1}{4}$"x$10\frac{1}{4}$"x$5\frac{1}{4}$". They are constructed of fifty-pound sixty-gauge kraft cardboard, and weigh approximately ten pounds when filled. The stacks used are made of metal and are stationary. They are upright with adjustable shelving.[29]

The facilities of the Herbert Hoover Library are a good example of the special environmental control equipment necessary for the proper functioning of an archives:

> The archival stack area, divided into two floors, has 24-hour guard protection, an intrusion alarm system, and an automatic fire prevention system which can de-oxygenize the entire stack room within one minute after the temperature rises above 140 degrees F. Deterioration of paper, a problem common to all archival and library institutions, is retarded by use of a highly efficient air-conditioning system which maintains a relative humidity of 50 percent and a temperature range of between 68 and 75 degrees F., and filters out elements harmful to paper such as sulphur dioxide and dust.[30]

Other special equipment such as fumigators and cameras are not discussed in the Presidential library literature.

Conclusion

Budget, staffing, buildings and equipment, while they may be merely administrative rather than "professional" matters

[illegible] vital topics for any archivist. While the budgetary and staffing information may not be as explicit as one might like, still, all in all, they indicate that the Presidential libraries are fairly well off financial and personnel matters. The total budget may be small, but it is also broadly based, and this seems to be a very healthy situation. The Presidential library buildings are all rather new, they were all designed at least in part as archival institutions, and they seem to possess a number of desirable features. The paucity of information at hand makes realistic judgments about the adequacy of the equipment used by the Presidential libraries almost impossible. However, nothing in the literature arouses any suspicions that there are equipment inadequacies.

Budget, staff, buildings, and equipment are all intimately related. It would not be surprising to find, therefore, that institutions well-off in one aspect were well-off in all the others. The Presidential libraries seem to be just such institutions.

Footnotes

Unless otherwise noted, the term "Presidential libraries" will apply only to those which are part of the National Archives and Records Service, i.e., to the Roosevelt, Truman, Hoover, and Eisenhower libraries, which are now in operation, and the Kennedy and Johnson libraries which are now being established. The author has only fragmentary information about the budget of the Hayes Library and none at all about its staff and equipment. The information has been requested, but has not yet been received.

[2]Letter from Dwight M. Miller, Senior Archivist, Herbert Hoover Presidential Library, November 4, 1968.

[3]U. S., Congress, House, Committee on Appropriations, Independent Offices and Department of Housing and Urban Development Appropriations for 1968, Hearings, before a subcommittee of the Committee on Appropriations, House of Representatives, 90th Cong., 1st sess., 1967, Part 2, p. 1067; U. S., Congress, House, Committee on Appropriations, Independent Offices and Department of Housing and Urban Development Appropriations for 1968, Hearings, before a subcommittee of the Committee on Appropriations, House of Representatives, 90th Cong., 2nd sess., 1968, Part 5, p. 723; U. S., Congress, House, Committee on Appropriations, Independent Offices and Department of Housing and Urban Development Appropriations for 1970, Hearings, before a subcommittee of the Committee on Appropriations, House of Representatives, 91st Cong., 1st sess., 1969, Part 3, p. 680.

[4]R. G. Jones, The Records of the Nation, Their Management, Preservation and Use (New York: Atheneum, 1969), pp. 151, 156.

[5]U.S., National Archives, Second Annual Report of the Archivist of the United States as to the Franklin D. Roosevelt Library, 1940-1941 (Washington: Government Printing Office, 1942), p. 2; U. S., General Services Administration, National Archives, Tenth Annual Report of the Archivist of the United States on the Franklin D. Roosevelt Library, 1949-1950 (Washington: Government Printing Office, 1950), p. 11.

[6]U. S., Congress, House, Committee on Appropriations, Independent Offices Appropriations for 1967, Hearings, before a subcommittee of the Committee on Appropriations, House of Representatives, 89th Cong., 2d sess., 1966, p. 6[illegible].

[7]U. S., Congress, House, Committee on Appropriations, Independent Offices Appropriations for 1966, Hearings, before a subcommittee of the Committee on Appropriations, House of Representatives, 89th Cong., 1st sess., 1965, Part 1, p. 801.

9U.S., Committee on Appropriations, Appropriations for 1969, Hearings, p. 760; House, Committee on Appropriations, Appropriations for 1970, Hearings, pp. 661, 680.

10National Archives, Tenth Annual Report, Roosevelt Library, p. 11.

11U.S., General Services Administration, National Archives and Records Service, The Franklin D. Roosevelt Library, Hyde Park, New York (Washington: Government Printing Office, 1968).

12Ibid. The same statements may be found in the pamphlets describing the other three operating Presidential libraries.

13The Budget of the United States Government, 1970, Supplement. (Washington: Government Printing Office, 1969).

14U.S., General Services Administration, Annual Report of the Administrator of General Services, 1965 (Washington: Government Printing Office, 1966), I have not been able to determine if the receipts from the admissions fees are also placed in the trust fund. pp. 34-35.

15The tables are from The Budget of the United States Government, Appendix, Fiscal Year 1970 (Washington: Government Printing Office, 1969) pp. 332-3.

16Philip P. Mason, "Economic Status of the Archival Profession, 1965-66," American Archivist, 30 (January, 1967), 113; House, Committee on Appropriations, Appropriations for 1966, Hearings, p. 805.

17Ibid.

18National Archives, Tenth Annual Report, Roosevelt Library, p. 7; T. R. Schellenberg, Modern Archives, Principles and Techniques (Chicago: University of Chicago Press, 1956), p. 130; Elizabeth B. Drewry, "The Role of the Presidential Libraries," The Midwest Quarterly, 7 (October, 1965), 64; David D. Lloyd, "The Harry S. Truman Library," American Archivist, 18 (April, 1955), 105.

19House, Committee on Appropriations, Appropriations for 1966, Hearings, p. 805; House, Committee on Appropriations, Appropriations for 1967, Hearings, p. 642.

20Letter from William J. Stewart, Acting Director,

Franklin D. Roosevelt Library, November 6, 1969; Anthony T. Newman, ed., Directory of Special Libraries and Information Centers (Detroit: Gale Research Company, 1968), pp. 725, 727.

20 Eleanor F. Steiner-Prag, compiler, American Library Directory, 1968-69 (26thed.; New York: R. R. Bowker Company, 1968), p. 1317.

21 Taken from Miller. In 1958, Philip Lagerquist reported that the professional staff at the Truman Library numbered fourteen. At the same time the library staff numbered ten full-time secretaries and clerks. (Philip F. Lagerquist, "The Harry S. Truman Library," Library Journal, 83 (January 15, 1958), 147.

22 U. S. Budget, Appendix, p. 822.

23 Jones, Records of the Nation, p. 150; Lagerquist, "Truman Library," 145; U. S., General Services Administration, Annual Report of the Administrator of General Services, 1962 (Washington: Government Printing Office 1963), p. 56; U. S., General Services Administration, Annual Report of the Administrator of General Services, Fiscal Year 1962 (Washington: Government Printing office, 1964), p. 55.

24 Waldo Gifford Leland, "The Creation of the Franklin D. Roosevelt Library, A Personal Narrative," American Archivist, 18 (January, 1955), 23; Lagerquist, "Truman Library," 145; Ben Hibbs, "Treasure House on the Prairie," Reader's Digest (May, 1967), quoted in U. S., Congress, Senate, Senator Carlson introduces the article into the record, 90th Cong., 1st sess., June 9, 1967, Congressional Record, CXIII, 15254.

25 Victor Gondos, "Archival Buildings-Programming and Planning," American Archivist, 27 (October, 1964), 475, 479; T. R. Schellenberg, "Modern Archival Buildings," Archivum, 6 (1959), 89-90.

26 Herman Kahn, "The Presidential Library - A New Institution," Special Libraries, 50 (March, 1959), 106; Drewry, "Presidential Libraries, 60.

27 Frances Dromley, "The History and Organization of the Franklin D. Roosevelt Library, Hyde Park, New York" (unpublished Master's thesis, Western Reserve University, February, 1959), p. 42; Lagerquist, "Truman Library," 145; U. S., General Services Administration, National Archives and Records Service, The Dwight D. Eisenhower Library (Washington: Government Printing office, 1964).

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[illegible], H. R. Schellenberg, The Management of Archives
([illegible]: Columbia University Press, 1965), pp. 208, 210, 216.
[illegible] the GSA pamphlet on the Hoover Library (U. S.,
[illegible] General Services Administration, National Archives and Records
[illegible], Herbert Hoover Presidential Library and Museum)
show that the boxes and shelves described by Schellenberg
[illegible] were used by at least this library.

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[illegible] issue of The Iowa Illustrated (Cedar Rapids, Iowa: Jean Strong
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